

# **State of Alaska FY2011 Governor's Operating Budget**

## **Department of Health and Social Services Juvenile Justice Results Delivery Unit Budget Summary**

## Juvenile Justice Results Delivery Unit

### Contribution to Department's Mission

Hold juvenile offenders accountable for their behavior, promote the safety and restoration of victims and communities, and assist offenders and their families in developing skills to prevent crime.

### Core Services

- Short-term secure detention
- Court-ordered institutional treatment for juvenile offenders
- Intake investigation management of informal or formal response
- Probation supervision and monitoring
- Juvenile offender skill development

### Results at a Glance

(Additional performance information is available on the web at <http://omb.alaska.gov/results>.)

#### END RESULT A: The ability to hold juvenile offenders accountable for their behavior is improved.

- The defined recidivism rate for juveniles released from secure treatment in FY07 and followed up in FY09 was 45.1%.
- The defined recidivism rate for the probation population was 30.28%, a percentage similar to that identified in the previous two years.
- The number of juvenile referrals (reports of juvenile offenses from law enforcement) made to the Division of Juvenile Justice declined 13.7% between FY08 and FY09 and declined 17.7% between FY07 and FY09.
- The proportion of juveniles with at least one offense (a criminal charge in a report from law enforcement alleging a juvenile perpetrator) diverted from the formal court process matched the goal of 70%.
- The amount of restitution paid by juvenile offenders by the time their division supervision ended remained high in FY09, with \$36,178.04 (93%) paid by juveniles out of \$38,882.84 requested.
- The percentage of hours of community work service completed by juveniles in FY09 remained relatively consistent with that noted in previous years, with 17,052 hours of community work service completed (75.8%) out of the 22,502 hours ordered through a court process or juvenile probation officers in informal, non-court processes.

#### Status of Strategies to Achieve End Result

- The speed with which juvenile justice staff responded to referrals (reports from law enforcement of juvenile activity) remained above the goal, with 82% of reports responded to within 30 days. The average response time for juvenile probation staff to respond to referrals was 16 days.
- 61.01% of victims of person and property offenses committed by juveniles adjudicated on those offenses in FY09 had their contact information listed in the Juvenile Offender Management Information System. A sample of 23 of these victims contacted by phone expressed a moderate level of satisfaction with the services they'd received.
- Juvenile probation officers in Alaska continued to exhibit a high degree of professionalism in conducting casework, as demonstrated by an average 92.78% compliance rate in meeting overall case standards.

### Key RDU Challenges

#### Facilities Safety and Security Master Plan:

The division's aging youth facilities are becoming increasingly difficult to maintain as these buildings sustain hard use 24/7 in challenging climates, ranging from the cold arctic climate at the Bethel Facility to the damp Southeast climate at Juneau's Johnson Youth Center. Severe overcrowding for probation staff remains a serious concern at both the Bethel Youth Facility and the Johnson Youth Center. In Bethel, probation officers often share single-person offices, making it extremely challenging to meet with clients or families, conduct thorough and confidential risk/need assessments, or interface with service providers to ensure appropriate services to promote positive juvenile outcomes. Both the Johnson Youth Center and the Fairbanks Youth Facility are plagued with structural and utilization problems that need to be addressed if these facilities are to offer secure, safe services.

In the summer of 2007, a study was commissioned to identify significant safety and security breaches within the four oldest facilities. The study has recommended the need to renovate several areas of each of the four facilities. The first of

four phases for the McLaughlin Youth Center renovation was approved with the FY09 capital budget. The division is working to obtain funding for Phase I for the Johnson Youth Center in FY11.

Recruitment:

Recruitment of professional staff has become a key challenge as the division's workforce ages and long-term staff retire from State service. In the past few years, the division has experienced a significant turnover in several key leadership positions, including facility superintendents, regional probation managers, district probation supervisory positions, several long-time probation officers and critical positions in the director's office. This trend will continue into FY10 and FY11. The ability to attract qualified applicants to these positions has become increasingly difficult, especially for rural offices and facilities. The superintendent position at the Ketchikan Regional Youth Facility has remained vacant for over two years. The division is working with the Division of Personnel to revise the minimum qualifications for this job series and plans to fill the vacancy by the end of the calendar year.

Safety and Security:

The Division of Juvenile Justice has developed statewide policy to guide Alaska's juvenile facilities and offices during the outbreak of novel influenza A (H1N1) virus and ensure the continuation of essential public services and protection of the health and safety of residents, staff and visitors. The policy provides guidance on: general preventive measures to reduce the risk of introduction of the virus into our facilities and offices; rapid detection of persons with (H1N1) infection; management and isolation of identified cases; and strategies for responding to potential staffing shortages. In accordance with this policy, each facility will need to form a committee whose members will identify necessary local practices and strategies to help ensure the safety and well being of all staff, residents, and visitors.

Quality Assurance:

Although the division has reallocated positions to help provide some measure of quality assurance, the division continues to fall short in scrutinizing and overseeing most of its programs to assure that they are contributing to public safety and positive outcomes for youth. The most effective way the division can reduce recidivism and assure public safety is by accurately identifying juveniles' needs and the interventions that will help them lead crime-free lives. The most pressing need is oversight of the division's use of the Youth Level of Services/Case Management Inventory (YLS/CMI), a highly regarded, extensively researched instrument adopted by the division in 2005; and for oversight of Aggression Replacement Training (ART), a nationally recognized program proven to reduce aggression and social skills problems in youth. Both initiatives require that staff stick closely to the prescribed ways in which they must be delivered. Correct implementation of the YLS assessment and the ART program can be expected to reduce recidivism among youth; improper implementation could lead to youth being incorrectly assessed and trained, and has been demonstrated to lead to more delinquent behaviors among juveniles.

Training:

Adequate staff training remains a critical need for the division. This need has received minimal attention over the years, given the daunting logistical challenges of training a workforce spread out over the entire state. However, with increased emphasis on best practices at all levels of the division (particularly with regard to arrest procedures, client behavioral management, legal issues, gang issues), the need to provide adequate training to all employees has become impossible to ignore. Even veteran staff report a need for improved training, and recent staff climate surveys and exit interviews further document this need. The situation is exacerbated by staff turnover. The division is eager to explore ways to deliver effective training in a cost-effective manner to employees that takes full advantage of technology and collaboration with other agencies offering similar services.

Workload for Juvenile Probation Officers:

A federally funded study of the division's juvenile probation staffing, completed in early FY10, demonstrated that probation offices statewide are significantly under-resourced, and recommended increased staffing at almost all of the division's 16 probation offices. The division is reviewing these results and will be making recommendations on how staffing patterns can be changed and staffing levels increased as necessary to meet the State's goals for public safety, victim support, and skill development for delinquent youth.

## **Significant Changes in Results to be Delivered in FY2011**

- The division will seek to understand the reasons why its recidivism rates for youth released from secure treatment programs continue to be high. The recidivism rate is particularly high for Alaska Native youth released from these programs. The division has formed two workgroups devoted to understanding recidivism more generally and specifically among Alaska Native youth. In FY10, our goal is to have examined data on these youth and to have engaged in dialogue with members of the Alaska Native community on our concerns. Our

long-term hope is that future recidivism rates for youth released from treatment will decrease as a result of these efforts.

- Since difficulties and inconsistencies in parents' ability to supervise youth, discipline them, and overcome relationship challenges are known risk factors for juvenile delinquency, the division has a goal to provide effective treatment services to families with delinquent youth in the coming year. Support from the Alaska legislature and Mental Health Trust Authority has enabled the division to hire mental health clinicians who, in the coming year, will be able to provide counseling, coaching, and other services to better enable families to deal with their child's behavioral issues that result in delinquency.

## Significant Changes in Results to be Delivered in FY2010

- In FY10 the division will begin the work of realizing the goals and objectives set out in a strategic planning process begun in FY08 and FY09. Among the goals of the plan are to explore improvements in program services for juvenile offenders and their families, and better support for the victims of juvenile crime. The program services component of the strategic plan also will seek ways to improve transitional services for juveniles returning to their home communities after a period of out-of-home secure or residential care. Other components of the strategic plan seek to improve partnerships with community organizations and expand vocational and other skill-building opportunities for youth, and to improve the administrative functions of the division, such as through better training, communications, and employee recruitment and retention.

Status Update: Toward this effort, the Division of Juvenile Justice (DJJ) was able to receive federal technical assistance in the areas of training and quality assurance. In the early months of FY10 site visits were completed and recommendations received. We have begun the process of evaluating and prioritizing these recommendations, and anticipate that we will continue to be guided by them throughout this fiscal year. One of the recommendations that is directly related to outcomes for youth is to link our quality assurance efforts to individual case plans for youth.

Regarding employee recruitment, there is currently a project underway to complete videotapes in several locations statewide (Nome, Juneau, and Anchorage), focusing on areas with recruitment difficulties, to highlight employment opportunities and lifestyle benefits in more remote or rural areas. The division expects that by the end of the calendar year, these brief video clips will be available on-line when applicants access our website.

- The Division of Juvenile Justice expects to have improved substance abuse prevention and intervention programming in its secure facilities in FY10. In FY09 a collaborative group of division mental health clinicians, Division of Behavioral Health staff, and an Anchorage-based substance abuse services provider examined the services offered in the division's youth facilities and local communities. The group also researched best practices in substance abuse services. Their resulting reports provide recommendations that will likely be realized as service improvements in FY10.

Status Update: The collaborative group examining the division's substance abuse services completed its reviews in late FY09. In early FY10, these reports and the accompanying recommendations were provided to facility superintendents, who have begun the process of meeting with their staff to develop implementation plans.

- In FY10 staff at a majority of the division's youth facilities will have completed training in "Strength-based Practices," a nationally acclaimed approach toward working with juveniles that is associated with positive outcomes for juveniles, their families, and the juvenile justice staff that work with them. One aspect of this approach is the use of a "youth competency assessment" that helps staff identify the strengths of each youth assessed, and encourages staff to use these results to develop services and programming that can help youths use their strengths to achieve greater success in school, with their families, and in their communities.

Status Update: DJJ facilities continue to modify programs and practices to become more consistent with the strength-based philosophy. Several facilities are utilizing the PbS facility improvement plan process to structure their efforts in this area. Some examples of program modifications include increased use of the youth competency assessment, re-vamping of the point system, and improved availability of activities and opportunities designed to assist youth in exploring and developing their strengths and interests.

- Two studies of the division's work practices are expected to be completed in early FY10. First, the University of Alaska-Anchorage Justice Center is expected to complete a study of Juvenile Probation Services workloads. This study may result in recommendations that staff be reallocated to different offices or that probation staffing levels be increased or reduced. A second study, conducted through technical assistance from the U.S. Office of Juvenile Justice and Delinquency Prevention, will examine the training that the division provides to probation and facility staff and how these might be improved based on research and best practices.

Status Update: Three studies were completed in August of 2009. The JPO Caseload/Workload study was completed and presented to the senior managers in mid-August by University of Alaska staff that conducted the study. The results of the study showed that the division is in need of additional juvenile probation officers throughout the state. The division ended up applying for two separate technical assistance grants through the federal government for training and quality assurance. Both of these were also completed in August of 2009. The training study identified several needs statewide that will ensure a complete and successful training program for the division. A final report on the quality assurance study has yet to be completed and reviewed by the division, but the preliminary reaction to the division by the quality assurance consultant was that the division needs to focus more on the individual assessments and treatment plans of youth to ensure that needs are appropriately identified, treatment plans are based on those needs, and the treatment plan is actually carried out. DJJ senior managers are beginning the process of evaluating all of these recommendations, establishing priorities and implementation plans, identifying what we can do with existing resources, and planning for future resource needs.

- In 2009 the Alaska Legislature was expected to pass a bill to adopt the new Interstate Compact for Juveniles, which would significantly increase the workload and expectations for management of juveniles traveling between states in FY10 and beyond. Passage of the bill was expected to include funding that enables the creation of a new Alaskan commission that oversees compact operations, creates a new position to manage the commission, and assists with travel by juveniles to and from Alaska.

Status Update: The bill did pass and funding was appropriated to the division.

## Major RDU Accomplishments in 2009

The Division of Juvenile Justice (DJJ) continued to develop and refine its systemic improvement efforts geared toward improving services and adopting a best-practice approach to juvenile justice to improve juvenile and system outcomes. Specific accomplishments include:

### Attention to the Mental Health Needs of Alaska's Juveniles:

Division staff continued efforts geared toward entering diagnostic information about juveniles in the division's management information system to document behavioral health issues among youth. The division continued a partnership with the Alaska Mental Health Trust Authority to increase and improve mental health clinician services for juveniles. In FY09, the division had 12 mental health clinicians based in juvenile facilities around the state where they can work with division staff, close to the families of the youth they serve. The legislature funded one additional mental health clinical position for the Anchorage Probation Office in FY10, which will result in providing services to youth on probation. Through the Bring the Kids Home initiative, the division continued to bring rural families to the facilities to participate in family counseling with their youth. Clinicians also traveled to rural villages to work with the families and their youth who were transitioning home.

### Improved Quality Assurance:

Additional staff resources assigned to quality assurance functions in FY08 and FY09 have allowed the division to begin to take a more systematic approach to evaluating and improving services provided. Division managers are able to receive automated reports that help them manage and evaluate the work being done in their areas. A quality assurance workgroup has met regularly throughout FY09 to guide these efforts. With an additional Research Analyst position we are better able to analyze data in a way that provides meaningful guidance to our staff. For example, data analysis has demonstrated that Alaska Native youth are more likely to become recidivists than are those youth of other races and ethnicities. As we continue to collect and analyze data that may demonstrate what factors contribute to this, we have also developed a workgroup to focus specifically on Alaska Native recidivism and have taken steps to improve our interactions and collaborations with Alaska Native groups and community members.

Collaboration with Various Department and Community Agencies:

The division continues to work on collaborating with other agencies to provide wraparound services for the youth we serve.

- The Joint Management Team has been expanded to include the Division of Behavioral Health, Office of Children's Services and DJJ. During FY09, the Division of Public Assistance became part of that team. This team works to ensure the success of the Bring the Kids Home project.
- The division has developed a partnership with the Division of Behavioral Health and the Mental Health Trust Authority and other organizations to work on the Comprehensive Mental Health Integrated Plan for the department.
- The Reclaiming Futures Project in Anchorage has been a successful collaboration with the court system and Volunteers of America.
- The division also contributed expertise and organizational guidance towards the development of the Step-Up Program, a new program in Anchorage to provide educational services for youth who have been expelled from school or have otherwise exhausted all their educational options. The Anchorage School District and Nine Star Education and Employment Services are other partners in this effort. The Step-Up Program opened in Fall 2009 with a small group of students and expects to expand in the coming years.
- DJJ continued to work with the Office of Children's Services to develop protocols to better manage youth who are under the jurisdiction of both agencies. The division is updating its policy and procedure manual for field services to better reflect the collaborative way in which the division hopes to work with the Office of Children's Services and its other departmental partners.

Continued Participation in the Performance-based Standards System:

All of the facilities continue to participate successfully in the national quality assurance program Performance-based Standards, and all have attained at least level 2 of the four level system. The Fairbanks Youth Facility Detention Unit is one of only four sites nationwide to have reached level 4.

Strategic Planning:

The strategic planning process initiated in 2008 continued throughout FY09. Three sub-committees met regularly to develop priorities, establish implementation plans and timelines, and review progress. In August, 2009, we met as a large group with the technical advisor who has been assisting in this process, and reviewed our overall progress to date.

**Contact Information**

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**Juvenile Justice  
RDU Financial Summary by Component**

*All dollars shown in thousands*

	<b>FY2009 Actuals</b>				<b>FY2010 Management Plan</b>				<b>FY2011 Governor</b>			
	<b>General Funds</b>	<b>Federal Funds</b>	<b>Other Funds</b>	<b>Total Funds</b>	<b>General Funds</b>	<b>Federal Funds</b>	<b>Other Funds</b>	<b>Total Funds</b>	<b>General Funds</b>	<b>Federal Funds</b>	<b>Other Funds</b>	<b>Total Funds</b>
<b>Formula Expenditures</b> None.												
<b>Non-Formula Expenditures</b>												
McLaughlin Youth Center	15,481.2	0.2	501.3	15,982.7	16,384.3	1.0	546.2	16,931.5	16,384.3	1.0	546.2	16,931.5
Mat-Su Youth Facility	1,931.0	0.0	26.7	1,957.7	1,984.6	0.5	35.0	2,020.1	1,984.6	0.5	35.0	2,020.1
Kenai Peninsula Youth Facility	1,650.8	0.0	26.1	1,676.9	1,661.7	1.0	35.0	1,697.7	1,661.7	1.0	35.0	1,697.7
Fairbanks Youth Facility	4,029.1	57.3	63.7	4,150.1	4,410.2	58.6	89.8	4,558.6	4,410.2	4.5	89.8	4,504.5
Bethel Youth Facility	3,322.2	0.0	40.6	3,362.8	3,508.3	3.0	48.3	3,559.6	3,508.3	3.0	48.3	3,559.6
Nome Youth Facility	2,219.7	0.0	0.0	2,219.7	2,381.7	2.0	0.0	2,383.7	2,381.7	2.0	0.0	2,383.7
Johnson Youth Center	3,244.7	50.5	52.3	3,347.5	3,460.8	52.2	78.1	3,591.1	3,460.8	2.2	78.1	3,541.1
Ketchikan Regional Yth Facility	1,445.0	13.1	30.0	1,488.1	1,564.0	38.0	28.5	1,630.5	1,564.0	38.0	28.5	1,630.5
Probation Services	12,272.6	474.8	333.3	13,080.7	12,835.2	550.7	165.4	13,551.3	12,846.5	550.7	173.4	13,570.6
Delinquency Prevention	15.7	1,040.6	6.4	1,062.7	0.0	1,734.8	65.2	1,800.0	0.0	1,234.8	65.2	1,300.0
Youth Courts	255.3	152.9	0.0	408.2	279.5	568.5	0.0	848.0	279.5	568.5	0.0	848.0
<b>Totals</b>	<b>45,867.3</b>	<b>1,789.4</b>	<b>1,080.4</b>	<b>48,737.1</b>	<b>48,470.3</b>	<b>3,010.3</b>	<b>1,091.5</b>	<b>52,572.1</b>	<b>48,481.6</b>	<b>2,406.2</b>	<b>1,099.5</b>	<b>51,987.3</b>

**Juvenile Justice**  
**Summary of RDU Budget Changes by Component**  
**From FY2010 Management Plan to FY2011 Governor**

*All dollars shown in thousands*

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
<b>FY2010 Management Plan</b>	<b>48,470.3</b>	<b>3,010.3</b>	<b>1,091.5</b>	<b>52,572.1</b>
<b>Adjustments which will continue current level of service:</b>				
-McLaughlin Youth Center	0.0	0.0	-189.2	-189.2
-Probation Services	11.3	0.0	-142.0	-130.7
<b>Proposed budget decreases:</b>				
-Fairbanks Youth Facility	0.0	-54.1	0.0	-54.1
-Johnson Youth Center	0.0	-50.0	0.0	-50.0
-Delinquency Prevention	0.0	-500.0	0.0	-500.0
<b>Proposed budget increases:</b>				
-McLaughlin Youth Center	0.0	0.0	189.2	189.2
-Probation Services	0.0	0.0	150.0	150.0
<b>FY2011 Governor</b>	<b>48,481.6</b>	<b>2,406.2</b>	<b>1,099.5</b>	<b>51,987.3</b>